

**1800 SHEPARD SCHOOL ROAD
CAMPGROUND AND RECREATIONAL VEHICLE PARK
PLANNED DEVELOPMENT (PD) DISTRICT
MASTER PLAN**

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**1800 SHEPARD SCHOOL ROAD
CAMPGROUND AND RECREATIONAL VEHICLE PARK
MASTER PLAN NARRATIVE**

1. INTRODUCTION

This document and the associated plan sheets submitted herewith (collectively, the Master Plan) are provided pursuant to the Unified Development Ordinance for the Planned Development District for the 1800 Shepard School Road Campground and Recreational Vehicle Park development (the “Project”). This project concerns the 35.40 acres located northeast of the intersection of Shepard School Road and Old Bunn Road, with a Property Identification Number of 2706337118. The Master Plan proposes a mix of campground and recreational vehicle park uses and both uses are permitted uses in a planned development district pursuant to the Town Unified Development Ordinance (“UDO”) Article 4. Uses, Section 4.2.3. Principal Use Table.

2. STATEMENT OF INTENT AND PLANNING OBJECTIVES FOR THE PD DISTRICT

The proposed development meets the intent of the PD District set forth in UDO Section 3.5.5.A. in multiple ways. First, the PD District allows the applicant to preserve open space and natural site features by developing the site with a campground and recreational vehicle park, which maintains the established rural land use of the site and requires less asphalt and impervious surface area than a residential development or higher-intensity commercial development. Second, the campground and recreational vehicle park use provides guests with a unique experience by allowing them to vacation and relax amongst the site’s natural and man-made features such as trees, hilly terrain, and ponds. Third, the Project significantly reduces the number of daily and peak hour trips to and from the site compared to a single-family residential community developed under the Residential Suburban (R2) Zoning District, or some higher intensity residential or commercial zoning designation, which benefits the Town and its residents by maintaining levels of service on existing roads. Fourth, the intended development is responsible for widening Shepard School Road along its frontage to centerline in accordance with the Town’s Comprehensive Transportation Plan (CTP calls for Shepard School Road to be a 4-lane median divided road to accommodate future growth and traffic from surrounding areas). Fifth, the campground and recreational vehicle park development will dedicate land to the Town for an extension of the greenway trail along the northern boundary of the site, which integrates the site into the greenway trail system, and provides a necessary land to link from the existing greenway trail at the Shepard’s Park Subdivision to Shepard School Road. Sixth, the PD District allows the applicant to provide greater transparency and certainty to the public and surrounding residents regarding the location of buildings and campground/recreational vehicle park features and amenities. Seventh, the PD District allows the applicant to modify various UDO standards that better enable the applicant to develop a more environmentally-conscious project than would otherwise be possible without the modifications.

3. COMPREHENSIVE PLAN CONFORMANCE

The Future Land Use Map identifies the property as Suburban Residential. While the intended campground and recreational vehicle park use is not a residential use, it is a less intense use than a residential subdivision, and maintains the existing rural character of the land. Additionally, the Project is consistent with certain policies contained in the Town's Comprehensive Land Use Plan's Suburban Residential designation. Specifically, the Project allows more opportunity for natural and/or swale drainage by utilizing existing ponds for stormwater control. Additionally, the Project promotes conservation design and provides for greater open space amenities than a traditional subdivision design would normally depict. Additionally, the Project is consistent with the Town's Comprehensive Land Use Plan and Vision 2030 Strategic Plan goals of revitalizing Downtown by providing visitors to the Town with a temporary place to stay while vacationing or visiting friends and family, which will assist in drawing visitors to Downtown Zebulon and nearby businesses.

4. GENERAL DESIGN PRINCIPLES CONFORMANCE

The Project complies with many of the General Design Principles set forth in UDO Sections 4.3.5.N. (Campgrounds) and 4.3.5.LL. (Recreational Vehicle Park). For example, the Project shall not include permanent residences, except as necessary for caretakers. The Project is a vacation destination only. Additionally, the Project complies with the minimum campsite area and spacing requirements, as well as provides for a fifty-foot opaque buffer along its shared boundary with adjacent residential uses. Additionally, the Project complies with the UDO's limitation of stay requirements so that no travel trailer or recreational vehicle shall remain within the park for more than 30 days during any six-month period.

5. PHASING

The Project shall be completed in one (1) phase.

6. LAND USES & INTENSITY

A. Proposed District. The proposed district for the Project is the Planned Development District (PD). All principal and accessory uses that are Permitted, Limited, or Special Uses in the PD District, and as listed herein, shall be allowed on the Property in accordance with the Principal Use Table in UDO Section 4.2.3., and the Accessory Use Table in UDO Section 4.4.6.

Proposed Principal Uses:

Campground
Recreational Vehicle Park

Proposed Accessory Uses:

Caretaker Residence
Maintenance Barn
Clubhouse and Pool

Dock
Picnic and Gathering Shelters
Playground
Planting Pollinator Garden
Decks/Patios
Outdoor Kitchen/Grill Area
Drinking Fountains
Shower/Restroom Facilities

- B. Overall Maximum Development Intensity for Principal Uses. The total amount of development on the Property shall not exceed the intensities for each principal use as set forth below:
- i. Campground – 8 Yurt Campsites; 11 Platform Tent Campsites; 3 Enlarged Glamping Campsites; and 13 Tent Campsites
 - ii. Recreational Vehicle Park – 5 Premium RV Back-In Campsites; 27 Premium RV Back-In Reverse Campsites; 8 Premium RV Pull-Through Campsites; and 10 Premium RV Pull-Through Reverse Campsites

TOTAL: 85 Campsites

C. General Notes.

- i. References to principal land uses in this Section 6 shall have the meaning as ascribed in UDO Section 9.4. Definitions, which include:

Campground: A commercial establishment containing two or more campsites or cabins available for overnight camping use whether by rental fee or short term lease. Campgrounds may include recreational facilities, a store for sale of food or camping supplies while on the premises, and facilities for the assembly of campers and guests. Campground does not include a summer camp, migrant labor camp, manufactured/mobile home park, or recreational vehicle/travel trailer park.

Recreational Vehicle Park: A commercial establishment offering individual spaces or “sites” for short term rental to owners or operators of recreational vehicles or travel trailers. Such uses typically have shared or common restroom, showering and laundry facilities, and may also include recreational features and incidental sale of food, travel supplies, and recreational vehicle equipment. Rental of an individual site for a period of more than three continuous months, or uses that allow vehicles to be modified in ways that result in permanent, non-mobile structures are considered mobile home parks.

*Please note that the Project shall comply with the limitation of stay requirement found in UDO Section 4.3.5.LL. (no travel trailer or recreational vehicle shall remain for more than 30 days during any six-month period), rather than the limitation of stay contained in this definition.

D. Project Setbacks Per Sheet C1.00 on Project Plans.

Front Setback Adjacent to 1617 Shepard School Rd (PIN 2706228986) – 50’

Front Setback Adjacent to Shepard School Road Frontage – 100’

Side Setback – 50’

Rear Setback – 50’

7. SHEPARD SCHOOL ROAD RIGHT-OF-WAY IMPROVEMENTS

The developer shall be responsible for one-half of a 4-lane median divided road section along the property’s Shepard School Road frontage as required by the Town’s Comprehensive Transportation Plan. The developer shall accomplish these improvements by either constructing them or providing fees-in-lieu, as determined by the Town, and such improvements shall include the following elements within the right-of-way:

- Two 12-foot lanes
- Standard 2.5-foot curb and gutter
- 5-foot tree island
- 5-foot sidewalk
- One-half of a 12-foot median (6 feet of paving).

It is the intent of the Town for the developer to pay a fee-in-lieu for the median construction, and to construct the remainder of the right-of-way improvements outlined above. However, as the roadway is designed and the Town reviews the plans, the Town shall have the right to require the developer to pay fees-in-lieu instead of constructing those remaining improvements if needed to maintain public safety until the other half of Shepard School Road is constructed and the full right-of-way widening and realignment are completed.

All fees-in-lieu shall be memorialized in a written agreement with the Town and such agreement and accompanying fees shall be due and payable at the time of construction drawing approval. The methodology for calculating the fees-in-lieu shall be prescribed by state law.

If right-of-way dedication is required for any of the above-mentioned improvements, that dedication shall occur at the time of construction drawing approval, or at the time of right-of-way improvement acceptance, as determined by the Town Engineer and state law.

8. MODIFICATIONS

A. Opaque Screen – UDO Section 4.3.5.LL.4 provides that a “continuous opaque screen shall be provided along all park boundaries, except at entrances.” A Type D buffer has been provided along the southern boundary of the Project adjacent to the Shepard’s Park Subdivision, and Modified Type D buffers to accommodate existing tree canopy have also been provided along the eastern boundary of the Project adjacent to the Shepard’s Park Subdivision, and along a portion of the western boundary of the Project

adjacent to the residential use at 1617 Shepard School Road (PIN 2706228986). A Type C buffer is shown on the northern boundary of the site. This modified buffer is provided in this location due to the existing 20' sanitary sewer easement as well as riparian setbacks. Additionally, Modified Type C buffers have been provided along the Project's frontage at Shepard's School Road Right-of-Way.

- B. Sidewalks Adjacent to Internal Private Driveways – The Project provides for extensive walking paths throughout the site, connecting campsites to all amenities and the proposed greenway trail extension to the north. The Project does not provide for sidewalks along the internal private driveways like those that would be required for public streets per UDO Section 5.3.2.E.1.f. and Section 6.10.3 given that these are internal private driveways for guest use only, and not public rights-of-way. Further, the provision of sidewalks adjacent to internal driveways would be duplicative of the walking paths that already provide safe pedestrian ingress and egress to all necessary amenities. See UDO Section 6.8.1.C.3 (sidewalks shall not be required where a pedestrian pathway provides an equivalent level of pedestrian circulation). Further, the provision of duplicative sidewalks will only add more impervious surfaces to the site, which increases stormwater runoff, and is contrary to the developer's mission to create an environmentally sustainable development. See attached Stormwater Management Letter from Dave McCallops, P.E. for further information regarding the stormwater plan for the Project.
- C. Curb and Gutter for Internal Private Driveways – The site contains existing large ponds that sit at low points on the property, meaning the site already has significant stormwater control measures in place that utilize sheet flow. Based on the review by Dave McCallops, P.E., adding curb and gutter to the internal private driveways, which would be required if the private driveways were public roadways per UDO Section 6.10.3., is unnecessary and could exacerbate erosion and interfere with the natural sheet flow that currently exists on site. Therefore, the Project does not include curb and gutter along the internal driveways, but instead proposes the use of drainage ditches and sheet flow to provide for lower velocities of stormwater and less erosion, and also to provide for improved water quality. See attached Stormwater Management Letter from Dave McCallops, P.E. for further information regarding the stormwater plan for the Project. This approach is consistent with the provisions of UDO Section 6.9.1.A., which provides: “To the extent practicable, all development shall conform to the natural contours of the land and natural and preexisting human-made drainage ways shall remain undisturbed.” This approach further is consistent with the site's Suburban Residential land use designation (and similarly in the Suburban Commercial designation), which provides that this type of site should allow for “more opportunity for natural and/or swale drainage (and storm water retention/absorption) relative to concentrated storm water conveyance in auto-oriented areas.”
- D. Internal Driveway Connectivity to Adjacent Subdivision Roadways – UDO Sections 5.3.1.F.1.a and 6.10.H.1 provide that new streets should connect to streets on adjoining lands if there are opportunities for such cross-connections. The Project does not propose full vehicular cross-connections with public streets located in the Shepard's

Park Subdivision. First, the internal driveway proposed within the Project is not a public street, but is an internal access drive for guest-use only with a maximum speed limit of 8.5 MPH. Therefore, the UDO Sections requiring cross-connectivity for public streets do not apply.

Second, even if those UDO Sections do apply, cross-connections to the Shepard's Park Subdivision in this case would be inappropriate for the following reasons:

- The Project is intended to be gated access only to prevent campground traffic from entering adjoining residential subdivisions, and further to prevent residential traffic from entering a private campground/recreation area. This ensures the safety and security of campground guests and adjacent property owners alike. See attached Stormwater Management Letter from Dave McCallops, P.E. for further information regarding the internal driveway access for the Project.
- The internal driveway within the campground has a speed limit of 8.5 MPH given that guests will be at play. There is a significant concern that if the campground is open to general public traffic such as delivery vehicles, that speed limit will be violated, putting campers at risk. Allowing general public traffic to access the private driveway also may make it difficult to obtain liability insurance for the Project due to these same safety concerns.
- A full public vehicular cross-connection at Logan Canyon Lane at the south-end of the project would result in a duplicative and parallel north-south roadway to Shepard Rock Drive, and would not provide any enhanced north-south connectivity for the Shepard's Park Subdivision. Additionally, a full public vehicular cross-connection at Logan Creek Drive at the east-end of the project would result in a road cutting right through the floodplain and the sensitive riparian buffer areas to the north, which adds more impervious surface area to the site and is unjustified from an environmental perspective.

In lieu of full public cross-connections, the development proposes a cross-access point at the north-eastern portion of the site in order to connect the campground to Logan Creek Drive for emergency vehicle use only, which will be gated with a Knox box.

- E. Sanitary Facilities – Per UDO 4.3.5.LL.8, the Project is required to provide 19 toilets, 7 urinals, 13 lavatories and 13 showers for the 85 campsites. The National Fire Protection Association (NFPA) 1194 7.5 and 7.6 Standards for Recreational Vehicle Parks and Campgrounds requires the Project to provide 6 toilets, 0 urinals, 6 lavatories and 0 showers for the 85 campsites. The Project is providing 8 toilets, 0 urinals, 8 lavatories and 4 showers, which exceeds the NFPA 1194 Standard.

9. VEHICULAR TRIP GENERATION

The trip generation for the Project was revised by Brittany Chase, P.E., Senior Traffic Engineer for Exult Engineering. Based on her review, the Project is expected to generate 129 daily trips, 18 AM peak hour trips (6 entering, 12 exiting), and 23 PM peak hour trips (15 entering, 8 exiting) when the Campground/Recreational Vehicle Park is at 100% full

occupancy, meaning all 85 campsites are rented. It is anticipated that this 100% full occupancy condition will only occur in the peak summer months. Therefore, the trip totals mentioned above are expected to represent a conservative estimate of traffic volume throughout the year.

Additionally, when the expected trips for the Project are compared to the trips that could be generated under existing Residential Suburban (R2) zoning, there is a significant reduction in trips with the proposed campground and recreational vehicle park use as compared to a single-family residential development. Specifically, the proposed campground/recreational vehicle use is expected to generate 599 fewer daily trips, 36 fewer AM peak hour trips, and 48 fewer PM peak hour trips than the 70 single family dwelling units that could be constructed on site under the R2 zoning designation. The trip generation comparison is below:

Table 1: Trip Generation for Zebulon RV Campground

Land Use			Daily	AM Peak Hour			PM Peak Hour		
				Total	Enter	Exit	Total	Enter	Exit
416: Campground/ RV Park	85	Occupied Sites	129	18	6	12	23	15	8
Total Proposed Site Trips			129	18	6	12	23	15	8
<i>Current Zoning: LUC 210 Single Family Detached 70 d.u.</i>			728	54	13	41	71	45	26
Additional Site Trips due to Rezoning			-599	-36	-7	-29	-48	-30	-18

References: *Trip Generation Manual*, 11th Edition, Institute of Transportation Engineers, September 2021 and *Base Camp – Eagle Traffic Impact Study* (SGM, Inc., December 30, 2020)

Per the Town’s UDO Section 6.13.3.A., a Traffic Impact Analysis is required for any new development project utilizing a development plan that can be anticipated to generate at least 50 vehicle trips in either the a.m. or p.m. peak hour, or exceeding 150 average daily trips (as determined by Institute of Transportation Engineers Standards). Given that the Project does not meet these thresholds, a TIA is not required. See attached letter from Brittany Chase, P.E. dated July 11, 2024 for the full analysis.

10. EXHIBITS

- A. Project Plan Sheets
- B. 1800 Shepard School Road Topography Survey
- C. Recombination and Subdivision for Property
- D. Stormwater Management Recommendation Letter from Dave McCallops, P.E. dated March 7, 2024
- E. Vehicular Trip Generation Memo from Brittany Chase, P.E. dated July 11, 2024